UNITED NATIONS

A

General Assembly

Distr.
GENERAL

A/47/881/Add.1
8 February 1993

ORIGINAL: ENGLISH

Forty-seventh session

REQUEST FOR THE INCLUSION OF AN ADDITIONAL ITEM IN THE AGENDA OF THE FORTY-SEVENTH SESSION

FINANCING OF THE UNITED NATIONS OPERATION IN MOZAMBIQUE

Report of the Secretary-General

Addendum

CONTENTS

		Paragraphs	Page
I.	INTRODUCTION	1 - 7	3
II.	INITIAL MEASURES AUTHORIZING COMMITMENTS FOR THE UNITED NATIONS OPERATION IN MOZAMBIQUE	8 - 9	4
III.	COST ESTIMATE OF THE UNITED NATIONS OPERATION IN MOZAMBIQUE FOR THE PERIOD FROM 15 OCTOBER 1992 TO 31 OCTOBER 1993	10 - 31	4
	A. Summary statement	10	5
	B. Proposed civilian staffing table	11 - 12	7
	C. Overall framework and operational plan	13 - 25	8
	D. Organizational structure	26	13
	E. General assumptions	27 - 31	13
IV.	VOLUNTARY CONTRIBUTIONS	32 - 33	14

93-07447 3778h (E) 090293 090293

/...

CONTENTS (continued)

		Paragraphs	Page
V.	FINANCIAL ADMINISTRATION OF THE UNITED NATIONS OPERATION IN MOZAMBIQUE	34	14
VI.	ACTION TO BE TAKEN BY THE GENERAL ASSEMBLY AT ITS FORTY-SEVENTH SESSION	35	15
Annex.	Map of Mozambique		16

I. INTRODUCTION

1. In his report of 9 October 1992 to the Security Council (S/24642), the Secretary-General conveyed to the Council the principal features of the General Peace Agreement for Mozambique (hereinafter referred to as "the Agreement"), which was signed at Rome on 4 October 1992 between Mr. Chissano, President of Mozambique, and Mr. Dhlakama, President of the Resistência Nacional Moçambicana (RENAMO), and recommended an immediate plan of action.

2. By its resolution 782 (1992) of 13 October 1992, the Security Council, inter alia, welcomed the signature of the Agreement, approved the appointment by the Secretary-General of an interim Special Representative and the dispatch to Mozambique of a team of up to 25 military observers, and requested the Secretary-General to report on the establishment of a United Nations Operation in Mozambique (ONUMOZ).

3. In pursuance of resolution 782 (1992), the Secretary-General appointed an interim Special Representative and requested him to proceed to Maputo to assist the parties in setting up the joint machinery, which was to be chaired by the United Nations, in finalizing the modalities and conditions for the military arrangements and in carrying out various other actions that were required of them at the very beginning of the peace process. The interim Special Representative and a team of 21 military observers arrived in Mozambique on 15 October 1992, the day when the Agreement came into force. On 20 October 1992, two teams of military observers were also deployed to Nampula and Beira. Later, two additional outposts were established.

4. On 3 December 1992, based on the findings of the interim Special Representative and the team of military observers, the Secretary-General submitted a report to the Security Council (S/24892 and Corr.1) in which he described the situation in Mozambique and the progress made in fulfilling the conditions and modalities of the Agreement. The Secretary-General recommended that the Security Council approve the establishment and deployment of a United Nations Operation in Mozambique (ONUMOZ) to accomplish the four components of its mandate, as set forth in paragraph 18 of his report.

5. On 9 December 1992, the Secretary-General submitted to the Council an addendum to his report covering the preliminary cost estimates related to the establishment and deployment of ONUMOZ (S/24892/Add.1). Based on the operational plan and general assumptions outlined in his main report (S/24892 and Corr.1), it was estimated that an amount of $331.8 million would be required for the period from inception to 31 October 1993, inclusive of the cost of start-up and acquisition of capital equipment.

6. With respect to the method of financing, the Secretary-General recommended, in paragraph 3 of the addendum to his report, that, should the Security Council agree to the establishment and deployment of ONUMOZ, the cost relating thereto should be considered as an expense of the Organization to be borne by Member States in accordance with Article 17, paragraph 2, of the

Charter of the United Nations and that the assessment to be levied on Member States be credited to a special account to be established for that purpose.

7. By its resolution 797 (1992) of 16 December 1992, the Security Council, inter alia, approved the report of the Secretary-General (S/24642) and decided to establish under its authority a United Nations Operation in Mozambique (ONUMOZ) for a period until 31 October 1993 in order to accomplish the objectives described in the report of the Secretary-General. The Council endorsed the approach in paragraphs 30 and 31 of the report of the Secretary-General as regards the timetable for the electoral process and requested the Secretary-General to report back to the Council on the precise timing of and preparations for the presidential and legislative elections as well as on the implementation of the other major aspects of the Agreement as soon as possible, but no later than 31 March 1993.

II. INITIAL MEASURES AUTHORIZING COMMITMENTS FOR THE UNITED NATIONS OPERATION IN MOZAMBIQUE

8. In order to act immediately on the Security Council's decision in its resolution 782 (1992) to send his interim Special Representative and a team of up to 25 military observers to Mozambique, the Secretary-General authorized the entering into commitments in an amount of $377,000 (which also included costs related to an earlier technical survey mission to Mozambique) under the authority granted to him in paragraph 1 (a) of General Assembly resolution 46/187 of 20 December 1991, relating to unforeseen and extraordinary expenses for the biennium 1992-1993, under which the Secretary-General is authorized to enter into commitments not exceeding $3 million in any one year.

9. The Secretary-General subsequently sought the concurrence of the Advisory Committee on Administrative and Budgetary Questions for the entering into commitments in an amount not to exceed $10 million, including the amount of $377,000 previously authorized by him under General Assembly resolution 46/187, for meeting the immediate operational requirements of ONUMOZ. Pending the submission of the report of the Secretary-General on the financing of ONUMOZ, the Advisory Committee authorized the Secretary-General to enter into commitments not exceeding $9.5 million, including the pre-implementation costs, under the provisions of resolution 46/187.

III. COST ESTIMATE OF THE UNITED NATIONS OPERATION IN MOZAMBIQUE FOR THE PERIOD FROM 15 OCTOBER 1992 TO 31 OCTOBER 1993

10. The total cost of ONUMOZ for the period from 15 October 1992 to 31 October 1993, including the pre-implementation phase, has been estimated at the present time at $264,090,700 gross ($259,712,000 net). A breakdown by main object of expenditure of this cost estimate is provided below.

A. Summary statement

(Thousands of United States dollars)

		Cost estimate 15 October 1992 to 31 October 1993
1.	Military personnel costs	
	(a) Military observers	8 368.1
	(b) Contingent personnel	74 978.5
	(c) Other costs pertaining to contingents	16 575.0
2.	Civilian personnel costs	
	(a) Electoral observers	8 425.5
	(b) International and local staff	34 122.0
	(c) United Nations volunteers	2 450.0
3.	Premises/accommodation	28 755.6
4.	Infrastructure repairs	6 700.0
5.	Transport operations	14 022.8
6.	Air operations	
	(a) Helicopters	9 307.3
	(b) Fixed-wing aircraft	3 214.5
	(c) Other air operation costs	54.6
7.	Communications	9 291.1
8.	Other equipment	3 618.5
9.	Supplies and services	
	(a) Miscellaneous services	1 513.1
	(b) Miscellaneous supplies	1 930.0

		Cost estimate 15 October 1992 to 31 October 1993
10.	Public information programmes	185.0
11.	Mine-clearing programme	11 000.0
12.	Programme related to former combatants in the assembly areas	11 000.0
13.	Air and surface freight	10 900.0
14.	Integrated Management Information System	400.0
15.	Support account for peace-keeping operations	2 900.4
16.	Staff assessment	4 378.7
	Total, lines 1-16	264 090.7
17.	Income from staff assessment	(4 378.7)
	Net total	259 712.0

B. Proposed civilian staffing table

11. The proposed civilian staffing table of ONUMOZ is provided below:

Category	Number of staff
Professional and above	
Under-Secretary-General	1
Assistant Secretary-General	1
D-2	3
D-1	4
P-5	15
P-4	27
P-3	76
	127
Senior General Service	4
General Service	145
Field Service	79
Total international staff	355
Local staff	506
Grand total	861 a/

a/ An additional 1,200 international observers and 1,200 local staff (to be used as drivers, guides and interpreters) will be required during the election period.

12. Additional detailed information on the financing of ONUMOZ has been provided to the Advisory Committee on Administrative and Budgetary Questions.

C. Overall framework and operational plan

1. Overall framework

13. In accordance with the Agreement, the mandate of ONUMOZ comprises the following four components:

(a) Political: to facilitate impartially the implementation of the Agreement, in particular by chairing the Supervisory and Monitoring Commission and its subordinate commissions;

(b) Military:

(i) To monitor and verify the cease-fire, the separation and concentration of forces, their demobilization and the collection, storage and destruction of weapons;

(ii) To monitor and verify the complete withdrawal of foreign forces;

(iii) To monitor and verify the disbanding of private and irregular armed groups;

(iv) To provide security for United Nations and other international activities in support of the peace process, especially in the corridors;

(c) Electoral: to provide technical assistance and monitor the entire electoral process;

(d) Humanitarian: to coordinate and monitor all humanitarian assistance operations, in particular those relating to refugees, internally displaced persons, demobilized military personnel and the affected local population, and, in this context, to chair the Humanitarian Assistance Committee.

14. The operational concept of ONUMOZ is based on the strong interrelationship between the four components of its mandate. In order to provide the fully integrated approach and strong coordination required for ONUMOZ to accomplish its objectives, the activities described below will form an indivisible and interdependent operational plan. These strong linkages also require strong coordination by the interim Special Representative.

2. Operational plan for United Nations observation of military aspects of the Agreement

15. The arrangements for the cease-fire and other military aspects of the peace process are set out in detail in Protocol IV to the Agreement and are highlighted in the report of the Secretary-General to the Security Council of 9 October 1992 (S/24642). This role is similar to that entrusted to the United Nations in other recent cases where the Organization has monitored the implementation of a cease-fire, the separation and concentration of forces, their demobilization and the collection and storage of weapons. In addition, the Cease-fire Commission will also approve plans for dealing with other armed groups, including irregulars, and will authorize security arrangements for vital infrastructure, including four transport corridors.

16. The verification function of ONUMOZ will be carried out mainly by teams of United Nations military observers at 49 assembly areas in three military regions and elsewhere in the field. They will work with, but will remain separate from, the monitoring groups composed of representatives of the two parties at each location. They will observe the manner in which those groups carry out their functions in order to verify that the joint monitoring machinery is working effectively. They will respond to requests for assistance and will use their good offices to resolve any problems that might arise within the monitoring groups, conduct their own investigations and patrol the whole extent of their assembly areas. Teams will also be deployed at airports, ports and other critical areas, including RENAMO headquarters. The security of United Nations personnel will primarily be the responsibility of the parties that control the zone where they are present, although in some cases the military observers, whose total number will be 354, will be collocated with armed United Nations troops.

17. The military aspects of the United Nations Operation in Mozambique will be inescapably linked with the humanitarian effort. The approximately 110,000 soldiers who come to the assembly areas will be disarmed, demobilized and reintegrated into civil society. They will need food and other support as soon as the assembly areas are established. It is estimated that they may be joined in the assembly areas by some 250,000 members of their families. The refugees and displaced persons who will inevitably gather around the assembly areas will also require food assistance, which will be provided as part of the humanitarian programme. The relief programmes for assembled soldiers and civil populations in the vicinity will need to be closely coordinated and it will be desirable to avoid population movements towards the assembly areas. Improved accessibility, the demining of roads and the organization of secure transport will be important in this context.

18. An ONUMOZ technical unit, staffed by civilian personnel, will assist the interim Special Representative in the implementation of the demobilization programme and will collaborate closely with the United Nations Office for the Coordination of Humanitarian Assistance (see para. 25 below) on its humanitarian aspects.

19. The Agreement provides for the withdrawal of foreign troops to be initiated following the entry into force of the cease-fire. Simultaneously, the Supervisory and Monitoring Commission, through the Cease-fire Commission, will assume responsibility "for verifying and ensuring security of strategic and trading routes", of which the most important are the four transport corridors. The withdrawal of foreign troops started after the Agreement's entry into force and two teams of United Nations military observers have been deployed to monitor it. The withdrawal of the remaining foreign troops before alternative security arrangements are in place will leave the corridors at the mercy of roaming groups of heavily armed irregulars. As there is an imperative need to continue to ensure the security of the corridors and other key routes and to protect the humanitarian convoys using them, ONUMOZ will assume this responsibility. For this function, it will be necessary to deploy five logistically self-sufficient infantry battalions. In addition, three logistically self-sufficient engineer companies will be needed, supported, as necessary, by mine-clearing and engineering contractors in order to assist in demining and road repair and in the destruction of arms and ammunition not required for the new armed forces. These units have to be deployed as rapidly as possible in order to permit early completion of the withdrawal of foreign forces.

20. The following additional elements will be part of the military component of ONUMOZ and will provide support to the other components of the mission:

(a) A headquarters company, including a military police platoon;

(b) A military communications unit to ensure secure communications within the entire mission area for all components of ONUMOZ;

(c) A substantial aviation unit to provide a high degree of air mobility in a devastated country where many of the roads have been made impassable. The aviation unit will be responsible for command and liaison, reconnaissance, investigations, medical evacuation and resupply;

(d) A military medical unit to support all ONUMOZ components, including a field hospital and medical evacuation capability. The infantry battalions will include integral medical support;

(e) Three logistic companies, as the conditions in Mozambique make it impossible to rely on a civilian resupply system. Each company will consist of a transport platoon, a supply platoon, a fuel, oil and lubricant platoon and a workshop platoon. One will be located at each of the three regional headquarters;

(f) A movement control company.

3. Monitoring of the electoral process and the provision of technical assistance for the elections

21. Under the terms of the Agreement, legislative and presidential elections will be held simultaneously one year after the date of signature of the Agreement. This period may be extended if it is determined that circumstances exist that preclude its observance. It is of critical importance that the elections not take place until the military aspects of the Agreement have been fully implemented. In order that the peace process not be drawn out indefinitely, the highest priority will be given to timely implementation of the cease-fire, the assembly, disarmament and demobilization of troops, and the formation of the new armed forces.

22. The terms of reference of the electoral component of ONUMOZ will be as follows:

(a) To verify the impartiality of the National Elections Commission and its organs in all aspects and stages of the electoral process;

(b) To verify that political parties and alliances enjoy complete freedom of organization, movement, assembly and expression, without hindrance and intimidation;

(c) To verify that all political parties and alliances have fair access to State mass media and that there is fairness in the allocation of both the hour and duration of radio and television broadcasts;

(d) To verify that the electoral rolls are properly drawn up and that qualified voters are not denied identification and registration cards or the right to vote;

(e) To report to the electoral authorities on complaints, irregularities and interferences reported or observed and, if necessary, to request the electoral authorities to take action to resolve and rectify them, as well as conducting its own independent investigation of irregularities;

(f) To observe all activities related to the registration of voters, the organization of the poll, the electoral campaign, the poll itself and the counting, computation and announcement of the results;

(g) To participate in the electoral education campaign;

(h) To prepare periodic reports on the evolution of the electoral process that will be submitted to the Secretary-General through his interim Special Representative.

23. ONUMOZ will include an Electoral Division headed by a Director, with a total of up to 148 international electoral officers (including two consultants), supported by an appropriate number of United Nations volunteers and international and local support staff. It will have the following structure:

(a) The Office of the Director (Maputo): a unit that will provide overall direction to the Electoral Division. It will maintain contacts with the Government of Mozambique, RENAMO and the National Elections Commission and the main political parties;

(b) Three Regional Offices, each headed by a Regional Coordinator in the southern, central and northern regions;

(c) Provincial Offices each headed by a provincial coordinator assisted by a team of up to 10 Electoral Officers.

In addition, the Secretary-General's interim Special Representative will coordinate technical assistance to the whole electoral process in Mozambique.

24. During the polling itself, the Electoral Division will require the services of up to 1,200 international observers. The cooperation of regional organizations, Governments and non-governmental organizations that intend to send election observers to Mozambique will be sought, in order to minimize the number of additional observers who will have to be deployed by the United Nations. Efforts will also be made to draw on United Nations and other international personnel who will already be in Mozambique for non-electoral purposes. All observers will have full access to all stages of the poll. With their help, the Electoral Division will develop a projection of results for internal purposes.

4. Plan for the United Nations coordination of the humanitarian aspects of the Agreement

25. On the basis of the findings of a humanitarian assistance mission that was dispatched to Mozambique immediately after the signing of the Agreement, it is envisaged that ONUMOZ will have a humanitarian component in the form of a United Nations Office for the Coordination of Humanitarian Assistance, which will be established in Maputo, with suboffices at the regional and provincial levels. It will replace the present office of the United Nations Special Coordinator for Emergency Relief Operations. Headed by the Humanitarian Affairs Coordinator and under the overall authority of the interim Special Representative of the Secretary-General, it will function as an integrated component of ONUMOZ. To ensure the proper provision and delivery of relief assistance to an expanded beneficiary population in Mozambique, the Office will coordinate the various humanitarian assistance programmes and will be staffed by international civilian personnel. Operational agencies and the non-governmental aid community will be asked to provide representatives to work within the Office. The Office will also make available food and other relief for distribution by the ONUMOZ technical unit referred to in paragraph 18 above.

D. Organizational structure

26. The organizational structure of ONUMOZ will be as follows:

(a) Mission headquarters and the Office of the Interim Special Representative of the Secretary-General in Maputo. The Office will consist of an Executive Director, a Special Assistant, a Political Adviser, an Information Officer, a Planning and Analysis Officer, a Legal Adviser and both international and locally recruited support staff;

(b) A military component with headquarters in Maputo, which will include a military observer group, five infantry battalions, one engineer battalion, three logistic companies, a headquarters company, a movement control company, a communications unit, a medical unit and an air unit. The military component will be headed by a Force Commander with the rank of major-general. There will be three regional offices;

(c) An electoral component in Maputo, with 3 regional offices and 10 provincial offices;

(d) An Office for the Coordination of Humanitarian Assistance in Maputo, with 3 regional offices and 10 provincial offices;

(e) An administrative component in Maputo, with three regional offices, providing support in the areas of finance, personnel, procurement, communications, travel, compensation, building management, property control, translation and interpretation, electronic data processing and security.

E. General assumptions

27. The Agreement envisages that the United Nations will assist the Government of Mozambique and RENAMO to achieve, in accordance with the Agreement, various tasks of assembly, disarmament and demobilization of troops, the formation of new armed forces, the resettlement of refugees and displaced persons, the provision of humanitarian relief to all parts of the country, the organization and conduct of elections, and, in essence, will provide an impartial and supportive structure to help both parties to break the vicious cycle of violence that has caused so much suffering to Mozambique over the years.

28. The breadth of the responsibilities entrusted to the United Nations under the Agreement will require the involvement of the entire international community, especially United Nations programmes and specialized agencies, and also bilateral entities, intergovernmental agencies and non-governmental organizations, all of which can contribute to the rebuilding and development of a peaceful Mozambique.

29. The geography of Mozambique and the country's current condition after 14 years of civil war were fundamental considerations in the formulation of

the operational plan for ONUMOZ. Mozambique covers an area of 800,000 square kilometres. It is elongated in shape, extending about 1,800 kilometres from north to south, 600 kilometres from east to west in the north and 300 kilometres in the south. Its infrastructure and communications have been devastated by the war. It has been afflicted by the worst drought in decades and food is in short supply. There is an abundance of arms and many armed elements operate outside the control of the armed forces of either side. Several million Mozambicans are internally displaced or are refugees in neighbouring countries.

30. ONUMOZ will have to assume transitional responsibility for four transport corridors (the Beira, Limpopo, Nacala and Tete corridors, each providing road, rail and/or pipeline links), which run across Mozambique from the Indian Ocean to land-locked countries to the north and west. These corridors are of critical importance to Mozambique itself, to United Nations humanitarian and other operations in southern Africa and to neighbouring countries.

31. Under the terms of the Agreement, legislative and presidential elections will be held simultaneously one year after the date of signature of the Agreement. This period may be extended if it is determined that circumstances exist that preclude its observance. The Secretary-General has emphasized in his report on the establishment of ONUMOZ that it would not be possible to create conditions for successful elections in Mozambique until the military situation has been brought fully under control.

IV. VOLUNTARY CONTRIBUTIONS

32. The Secretary-General hereby appeals to Member States to make advances, on a voluntary basis, to meet the initial expenses of ONUMOZ, pending formal action by the General Assembly. The Secretary-General also appeals to all Governments to consider making available voluntary contributions in support of the emplacement and continuing operation of ONUMOZ.

33. The Government of Italy has pledged an air component, consisting of approximately 90 personnel with a total of eight helicopters and two fixed-wing aircraft. The air component will be used exclusively by the Italian military forces in the mission area, and all associated costs for both personnel and equipment will be borne by the Government of Italy. As this resource was not requested by the United Nations, no budgetary provision has been made in the cost estimate for ONUMOZ.

V. FINANCIAL ADMINISTRATION OF THE UNITED NATIONS OPERATION IN MOZAMBIQUE

34. The Secretary-General recommends the establishment of a special account for ONUMOZ under the authority of financial regulation 6.6 for the purpose of accounting for income received and expenditure made in respect of the mission. The financial accounts will be kept in accordance with the approved

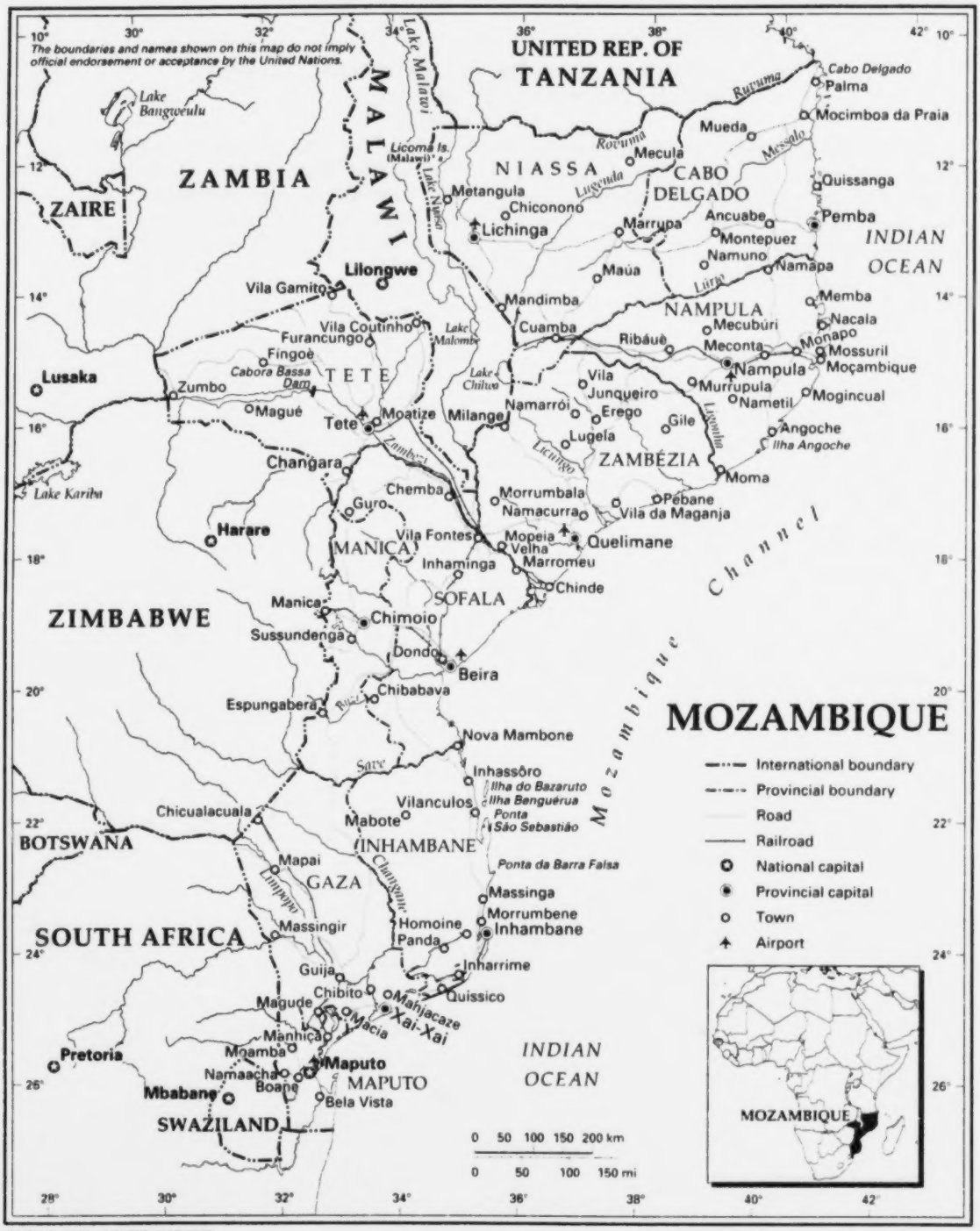
mandate period. Should the mandate of ONUMOZ be extended by the Security Council, appropriate additional accounting arrangements may be proposed to the General Assembly.

VI. ACTION TO BE TAKEN BY THE GENERAL ASSEMBLY AT ITS FORTY-SEVENTH SESSION

35. The action that would appear to be required at the present time in connection with the financing of ONUMOZ, including the amount of $9.5 million authorized by the Advisory Committee on Administrative and Budgetary Questions, is the appropriation and apportionment of the amount of $264,090,700 gross ($259,712,000 net) for the operation of ONUMOZ for the period from 15 October 1992 to 31 October 1993.

ANNEX

Map of Mozambique



MAP NO 3706 UNITED NATIONS
NOVEMBER 1992